DOCUMENT RESUME

ED 089 159 — CG 008 741

TITLE	Reaching Out With a New Breed of Worker.
INSTITUTION	Office of Youth Development (DHEW), Washington, D.C.
PUB DATE	73
NOTE	31p.
AVAILABLE FROM	U. S. Government Printing Office, Washington, D.C. 20402 (Stock No-1766-00013, HC $0.55)
EDRS PRICE	MF-$0.75 HC-$1.85 PLUS POSTAGE
DESCRIPTORS	*Change Agents; Community Programs; *Delinquency; *Federal Programs; *Outreach Programs; Program Descriptions; Socially Deviant Behavior; *Social Workers; *Training

ABSTRACT

This publication describes the concept of The National Center for Youth Outreach Workers in reaching out and contacting youth with problems--beyond the confines of an agency, set hours, and limited knowledge of the individual youth. The Center was conceived at a Young Men's Christian Associations' (YMCA) conference in Washington, D. C. in March 1969, during which the National Board of the YMCA decided to establish a center where youth workers could be trained to meet the changing needs of youth in a realistic manner. The pamphlet succinctly describes the kinds of problems the programs attempt to mediate, the obstacles faced by workers in hostile communities, and the types of technical assistance available to workers through the National Center. Several very brief case studies are included. (Author/CJ)

ED 089159

REACHING OUT WITH A NEW BREED OF WORKER

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY.

CG 008 241

DISCRIMINATION PROHIBITED—Title VI of the Civil Rights Act of 1964 states: "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subject to discrimination under any program or activity receiving Federal financial assistance." Therefore, the training grants program of the Office of Youth Development, like every program or activity receiving financial assistance from the Department of Health, Education, and Welfare, must be operated in compliance with this law.

For sale by the Superintendent of Documents, U.S. Government Printing Office,
Washington, D.C. 20402 - Price 55 cents
Stock Number 1766-00011

ED 089159

REACHING OUT WITH A NEW BREED OF WORKER

U.S. Department of Health, Education, and Welfare
Office of Human Development
Office of Youth Development
(SRS 73) 26032

CG 008 741

Foreword

This publication describes the concept of The National Center for Youth Outreach Workers in reaching out and contacting youth with problems—beyond the confines of an agency, set hours, and limited knowledge of the individual youth. The Center was conceived at a Young Men's Christian Associations' conference in Washington, D.C. in March 1969, during which the National Board of the Young Men's Christian Associations decided to establish a center where youth workers could be trained to meet the changing needs of youth in a realistic manner. The project is funded partially by the National Board of YMCA's Urban Action and Planning Division, with matching funds allocated by the Department of Health, Education, and Welfare.

We commend this publication to planners in the field of youth development and juvenile delinquency prevention.

For additional information, contact the National Center for Youth Outreach Workers, 826 South Wabash, Chicago, Illinois 60605.

Telephone: 312-922-6925.

James A. Hart
Commissioner,
Office of Youth Development
Office of Human Development

A 16-year-old girl in a Detroit ghetto quits school to support her immediate family and her illegitimate child. Her occupation? Prostitution, the simplest and most logical solution for her.

Hundreds of rival gangs on Chicago's crime-ridden West Side terrorize local businesses and one another in an ongoing battle for territory, money, and recognition, while others of their number count days in prison until they can hit the streets again.

A girl in a suburban California town gets involved in drugs; her grades fail; she runs away from home. Her parents suspect she's hiding out at an older male friend's apartment, but they don't know his name or where he lives. Furthermore, they don't really care.

Tense, volatile youth at the national political conventions are milling in the streets; rumors fly as to the intentions of the "enemy;" polarization is complete and the possibility of trouble is ripe, as state and local police stand ready with tear gas and clubs.

In each of these cases, someone reaching out, someone caring to understand, someone attempting to change the probable dismal repetition and effects of past history could make a lot of difference.

He could make the difference between a young girl turning old quickly from the abuses, both physical and mental, of prostitution, or finding a new value system that would allow her to enter a "straight" profession. He could make the difference between gang members being caught up in a danger-wrought lifestyle leading to imprisonment, disfigurement, or death, and the possibility of their leaving the streets and, perhaps, going back to school or finding a job. He could make the difference between a young, affluent suburban girl becoming lost in a bewildering maze of dope where "no one cares anyway" and the possibility of her discovering

an alternative lifestyle, which might lead to a far more stable and rewarding future. Or he could make the difference between a club-swinging, tear-gassed melee, where bones and ideals get broken, and the possibility of a peaceful exchange of ideas and goals.

The National Center for Youth Outreach Workers, established in Chicago in 1969, is home base for a new breed of youth workers who have learned to reach out and contact youth in these and other situations, "wherever the youth are at," in whatever way the workers can devise, whenever help is needed.

Traditionally, youth, group, case, or social workers have dealt with portions of an individual's life, concentrating on, perhaps, the most salient and most visible aspects of difficulty, whether the problem be money, truancy, unwanted pregnancy, arrest, or dope. Most often, these workers are confined to an agency, working hours, and a limited knowledge of their clients' lives.

Outreach work implies an extension of the youth worker into more than a single aspect of a youth's life and an extension of services beyond the walls of a single youth service agency into the streets, where youth live and interact; into their homes, where they may be troubled by difficult family situations; into the schools, where. perhaps, no one is really hearing what the "delinquent' is saying through his aberrant behavior; into the courts, where a cynical or tired judge may crack down too hard on a lonely youth with a record of run-ins with the law; into the youths themselves, who may have given up caring about what they are or could be because no one else seems to care.

The National Center for Youth Outreach Workers has evolved the idea of extension work, originally conceived by Work Projects Administration social programs and the Chicago Area Project in the 1930's, to fit the changing needs of youth today.

The center was conceived in March 1969 at a Young Men's Christian Association conference in Washington, D.C., during which the National Board of YMCA's decided to establish a center where YMCA youth workers could be trained to meet the changing needs of youth in a realistic manner. Because of its central location and existing youth work resources, Chicago was chosen as the center site.

The project is partially funded by the National Board of YMCA's Urban Action and Planning Division, with matching funds allocated by HEW. Richard Booze, then director of the Parkway Community House on Chicago's South Side, was chosen to head the program.

A tall, extremely articulate black man who just turned forty, Booze outlines the National Center program: "Our overall goal

today is to enhance the quality of services delivered to young people. The way we work at that is to provide or upgrade skills on the part of those people having to deliver those services. The theory is that if we can give youth workers some new skills or sharpen the skills they already have and turn them onto a wide area of resources, then they will do a better job of serving those young people they are trying to reach."

The present five-year goal of the National Board of YMCA's centers squarely on the National Center's raison d'être and program: "Changing the conditions that foster alienation, delinquency, and crime."

The overall national program intends to develop strategies and models to improve the juvenile justice system, begin programs designed to keep potential and actual juvenile offenders out of reformatories and jails, and develop programs and training tools so that work with alienated youth will have tripled in five years.

In order to fulfill this goal, the YMCA recognizes the necessity of training and utilizing a new breed of worker. Training this new breed is what the National Outreach Center is all about.

All YMCA youth outreach workers receive their training in Chicago. At present, they number about 2,000. In addition, all workers in the Y's National Juvenile Justice Program, begun in 1971, will receive training at the center. Another group, YMCA youth workers dealing with adjudicated and preadjudicated junior high youth referrals from probation systems, also trains at the center.

Workers in a final category, those at youth serving agencies established outside the Y system, may apply for training and technical assistance from the center. The ratio of Y personnel to non-Y personnel attending training hovers around three Y workers to every two non-Y workers. The center receives training and

technical assistance requests from youth centers, grassroots community organizations, alternative juvenile justice projects, boys' clubs, youth coalitions, and others.

In the past year, they have also received requests from the Federal Government for help in planning a youth services system in the Virgin Islands, setting up a drug education and prevention program for children of U.S. military and nonmilitary personnel stationed in Bangkok, Thailand, and a request to organize and train youth outreach workers for third-party intervention during the 1972 Democratic and Republican National Conventions in Miami Beach, Florida.

The latter speaks directly to the success that the National Outreach Center has attained since its inception, a success due to several factors.

One, the National Center sees a need for building comprehensive service systems that speak directly to the problems and needs of young persons, rather than relying on the skills and energies of lone outreach workers with overloaded agendas. These systems must be cooperatively organized within a community and fully integrated in order to avoid failure. In other words, they must be "a new kind of collaboration that brings the public and private sector together in planning and operating systems that work."

Two, the National Center recognizes that outreach workers can become key agents in changing youth service organizations if they are where youth "are at," literally and figuratively. The typical outreach worker doesn't define his work within the confines of a single agency or program, armed with possibly irrelevant or outmoded theory. He must be in touch—with youth, with the community, and with himself.

As Director Booze says: "Most programs fail because they're designed to fail. They don't adhere to common sense practices. An organization *must* involve the people who are expected to utilize services in setting up those services, right at the ground level. The recipients of programs must be able to establish a level of trust in a program. Most programs go right over the heads of those most vitally involved—the recipients.

"At the National Outreach Center," Booze continues, there's a strongly established need for our existence. We're the only outreach training center in the world, the only place for outreach workers to go for information, training, and support. We demonstrate our concept of program design by involving the trainees in the design and implementation of their own training program and by soliciting constant feedback on the curriculum design of each

training session. We are very flexible; students can conduct classes themselves if they wish."

The outreach center has an open system which can change to fit individual trainee needs. In turn, the outreach workers are taught that they must be open to youth and their specific needs in setting up youth service systems, and it is their job to open the community up to its youth.

Outreach workers tend to give local youth a big hand in running their programs. Such tactics may be heresy to the community and also to agency administrators. But today, "the way we've always done it" often isn't enough.

Outreach workers also run the risk of getting "burned out" as a result of a general lack of support or failure of their programs through lack of sound training. They may try to go out and do the job singlehanded, heading straight for failure.

The only place capable of training these new-style workers for the YMCA is the National Center. It is also often the only place for outreach workers to gain the necessary support for their programs and goals, which quite possibly may be viewed in their communities as being ultra-liberal, radical, or impractical.

This supportive attitude is one of the National Center's main functions. The program recognizes the worth and status of outreach workers and their unique situation: "Outreach is presently like a stepchild in Y programs, but at the training center, the students are no longer ugly ducklings—they discover they're swans," says Booze.

"These youth workers tend to make waves in their communities and their agencies may object to this. They get discouraged and bogged down. Then they come to the training center and find that their fellow workers are on primarily the same track, experiencing the same difficulties and frustrations," Booze continues.

Although outreach is not widely known as a profession at present, the National Center promotes the concept of outreach work as a definite profession with its own style. Professionalism is important.

According to Booze, "Outreach and outreach-style extension workers are usually selected on the basis of the image they portray—large in size, off the streets, tough."

Agencies often choose someone most like the gangs or delinquent youth they're trying to serve; so they look for an ex-gang member or ex-convict. Subsequently, they often neglect developing his professionalism. As long as he can get out and make contact with the group, *take* them somewhere so they won't be around the agency making demands, then everything remains cool.

"We've long since learned that there's more to youth outreach work than that. A person who enters this profession needs to become highly skilled. Consequently, there's a great need for education of outreach workers, but realistic education is the key. I believe the curriculum here at the National Center is very realistic because it's based on the needs outlined by incoming students and constantly monitored through their feedback," Booze says.

A certain amount of street background is definitely an asset in outreach, but a developing awareness of professionalism is an absolute necessity.

The workers must become adept at handling group dynamics, individual psychology, effective dealing with the local power structure, program planning, and administration. In other words, they must learn to deal.

Since dealing can't be learned from books, a good educational grounding is not a guarantee that an outreach worker will succeed.

As Booze remarks: "Very few of us in outreach work or any allied profession are fortunate enough to overcome the handicap of too much traditional education. Too much theory can block out the ability to see and hear people. To be effective, first you must listen and get in touch with the real world and learn to combine theory with sensitivity. I think outreach workers as a whole have resisted traditional education."

In addition to an ability to acquire skills and a knack for dealing, outreach workers must have what might be termed "The Three C's": conviction, compassion, and concern.

If an outreach or youth extension worker is lacking in these, he or she might well retreat to a safer profession in a less humanistically oriented field.

At the National Center, conviction means a thorough belief that you are right in what you are doing, that you're in the right profession doing your level best to help the youth in your community. Without conviction, the difficulties in pushing ideas and programs which may raise administrative eyebrows or in dealing with hardened and skeptical street gangs will put a quick end to any outreach worker's effectiveness.

Without compassion, an outreach worker will never gain a feel for the people-centered profession he's in. In truth, it's difficult to imagine anyone without compassion bothering to enter this profession; yet, the training center staff is well aware that some outreach workers have tried on the wrong shoe and they're wearing it for the wrong reasons. If their youth clients haven't already spotted them, the National Center probably will.

"This is a demanding profession with demanding requirements. We operate on the theory that if you can't help, don't hinder. If you can't get hip to helping people help themselves, if you're into this profession for reasons of personal ego satisfaction, or if you can't take the demands, get out," is Booze's advice to doubtful students.

"We've had some tears shed here at the center by some unhappy individuals who have had their veneer stripped away. Our rationale is that we're keeping some unsuspecting kids from being hurt, and perhaps the biggest contribution some outreach workers can make is to get out of their field," Booze says.

Most of the students who come to The National Center are taking valuable time away from their jobs back home, and they expect a week's worth of practical learning experiences and growth. They aren't interested in mere theory, but in program ideas, models, developing communications skills, learning how to set up a drop-in center, picking up administrative skills, or learning how to motivate and align resources in their community. They want to see how others have actually done what they would like to do or are attempting to do.

Although many observers of outreach work might assume that it is synonymous with street work, it is possible for a street worker or street work agency to be doing similar types of work, but not employing outreach techniques or methodology.

The outreach concept is perhaps best explained by an excerpt from the center's official methodology statement: "Outreach, in essence, is an organizational approach to humanistic problems which encompass the *total* life of the individual. The work style is based on the concept of aggressive concern for individuals, action-oriented advocacy, and the *collaborative* facilitation of change necessary to make the total life experience and self-worth of the individual worthwhile. . . . The onus is on the worker and his/her ability to reach those experiencing pain and become an advocate and friend for them. . . . Outreach is an all-encompassing approach to 'pain' issues."

Outreach is of necessity concerned with developing an organizational base throughout the total community, and an outreach worker may be defined as an advocate, a facilitator, an enabler, an intervenor, and a change agent.

The National Center staff must be all of these things, and it is its job to relay these skills to outreach workers and agencies.

More than 230 of these new-style workers, representing 145 agencies in 93 cities, were trained at the center in the 1972 program year. Since the program's inception in October 1969, nearly 650 students have completed the week of training.

An additional 4,000 students have been trained in on-site workshops held in such cities as Akron, Ohio; Honolulu, Hawaii; Pomona, California; and Little Rock, Arkansas.

The third component, technical assistance, has affected another 5,500 participants connected with outreach or outreach-related work.

Summing up, these figures indicate that the three-member administrative staff and 17-member consultant pool at the center have worked with over 10,000 individuals in a three-year period.

The amount of hours spent on the job, at the center and away during on-site and technical assistance projects, plus the amount of time spent during travel, add up to a fairly demanding schedule, which could only be supported by sincere dedication on the part of the center staff.

Outreach and other youth workers applying for training at The National Center is screened in advance for sincerity by the center's associate director of training, Russell Hults.

Approximately two applications are received for every available training slot, and the number of available sessions is restricted by funding and time reasons. So the center must be selective. Applicants are asked to supply a brief description of why they want to attend the center, what they expect to accomplish, and how they intend to use what they will have learned.

Hults then asks each applicant to write a letter further explaining his or her need for training. With few exceptions, each applicant must work full-time for a youth-serving agency.

Educationally, the applicants range from high school drop-outs to holders of Ph.D's. Generally center classes are composed of young agency staff people. The median student age is 24; few students are under 18.

Because of a failure on the part of more traditional administrators to understand the ability of women to perform, often outstandingly, in outreach and outreach-allied work, the profession is predominantly male. More than 75 percent of the students at the National Center are male, but the Center's staff attempts to give strong encouragement to the quarter of the students who are women who have chosen outreach work as their profession.

Street work has traditionally been a male-oriented profession because of the dangers inherent in its late hours, its location in crime-ridden neighborhoods, and its concentration on the problems of male juvenile delinquents.

Today, according to juvenile court statistics released by HEW's Social and Rehabilitation Service in 1971, the disparity between the number of boys' and the number of girls' delinquency court cases is narrowing. Since 1965, the rate of delinquency among girls has been increasing almost twice as fast as the rate for boys. Between 1965 and 1971, girls' delinquency cases increased by 97 percent while boys' cases increased by 52 percent.

HEW attributes this rise in girls' delinquencies to the changing attitudes of young females towards society and society's changing attitudes towards them. As girls become more aggressive and independent in their day-to-day activities, their involvement in delinquency increases.

Today, more girls are running away from home and getting involved in drugs, drinking, robbery, shoplifting, and gang activities.

Consequently, the need for more female staff in outreach and extension work is greater and the National Center actively supports female worker involvement.

A second major shift in the nature of youth work has been created by the growing prevalence of juvenile delinquency in suburban, small town, and rural areas. No longer is trouble confined to the inner-city areas.

Historically, the problems of juvenile delinquency have been primarily the concern of large metropolitan areas. However, the population movement into suburban areas in the past few decades has caused both the volume and the rate of delinquency among both males and females in the suburbs to increase. Official law enforcement figures have pointed out that delinquency appears to be increasing at a higher rate in suburban areas than in urban areas.

The increasing urbanization of small town and rural life has caused these areas to take on some of the characteristics of urban life, including an increase in juvenile delinquency. HEW statistics also reveal that the incidence of delinquency is increasing at a faster rate in rural areas than in either urban or semi-urban areas.

Thus, outreach work is concerned not only with the problems of predominantly male street gangs and disadvantaged youth in the inner-city, but also, increasingly, with the problems of suburban and smaller urban area youth, male and female alike, from all socio-economic levels.

The outreach concept is one that works in urban, semi-urban, suburban, and small town areas, alike.

The concept basically revolves around the aligning of local community resources in a comprehensive program to respond to as many of an individual youth's problems as possible. This may involve job referrals, medical attention, individual counseling, group therapy, family therapy, recreation (not as an end in itself but as a means), supplying meaningful spare time alternatives, and drug counseling or rehabilitation, all with an underlying attempt to supply valuable role models to disadvantaged or alienated youth. The role models are the outreach workers themselves and local leaders.

Outreach techniques, therefore, have to encompass the problems and needs of all types of youth from all types of backgrounds in all types of communities. Because of the community-based, self-help, collaborative style inherent in outreach methodology, the system has a universal application, and it works.

The 1970 U.S. Census reported that our society presently numbers 40 million young people aged 14–24; that's 20 percent of the

total population needing to fit in somewhere in the social scheme. Outreach is concerned with carving them a niche and recognizing their special needs and frustrations. Outreach recognizes the neglect of finding a place in society for those young people is a basic cause of the rise in juvenile delinquency and alienation.

As Booze observes, "Many, many of our communities are not designed with the needs of youth in mind, and the young get hassled, mainly because they are visible. Cities are designed by and for adults; so where do the kids hang out? Where's their territory?"

"Communities should be designed so that kids have a place to go and just hang out and rap." Booze continues, "There's no time in school for rapping, and our workers have to deal with the problems resulting from 'no place to go.' They try to provide a place for kids to hang out, a place where they can go to rap, identify with one another, and get away from adults."

Besides providing services and a place for kids to go, the outreach worker's role also involves supplying identity images for disadvantaged or alienated youth.

Listen to Pat Forbes, an outreach worker for nearly two years at the Northeastern YMCA's Juvenile Youth Program in Detroit. Pat worked primarily with black youth from the Detroit ghettos.

A young black woman in her late twenties who exudes a calm air of conviction and caring, Pat describes her experience in outreach: "The kids I worked with had seen nothing but problems at school and hanging out on the street. I would take them to college courses at night with me, and I tried to give them as much contact as possible with professional people, such as lawyers, doctors, and teachers. I just showed them what they *could* do, what they *might* be."

"The American measure of success is instant money, and you can't blame these kids for wanting it, too." Pat continues. "But there are other ways for them to achieve this goal, ways other than stealing or prostitution. By merely being exposed to different lifestyles, these kids gain new priorities in life, and new ways for getting where they decide they want to go."

Her definition of outreach?

"Outreach work is a way of helping kids find paths; some people confuse an outreach worker with being a "giver" of things, but that's not the reality. The social worker syndrome doesn't apply to this work. Outreach is helping people make decisions, not doing things *for* them, but giving them the tools to control their lives. Outreach workers are not supposed to be saviours, but catalysts."

The kids with whom Pat worked had a lot of potential, in her opinion, and she tried to bring it out. Besides supplying role models, she set up education programs to teach office skills, tutored kids, supplied counseling services for families, worked with a local high school and power brokers to ease growing racial tensions, developed recreational and cultural awareness programs, and involved kids in her daily activities.

Most of all, she let the kids know that someone would finally come through for them, if they in turn would help themselves.

Before entering outreach work, Pat had been a worker at the Detroit Postal Academy, a school for drop-outs. Her job involved teaching, counseling, and learning to identify local youth resources. Her experience there taught her that what is generally considered apathy is really hopelessness. Apathy equals not caring, but hopelessness results from people trying and being repeatedly defeated because no one ever comes through.

At the National Center, Pat's original youth work concepts were reinforced, and she had the opportunity to learn some new skills —how to work with different systems of agencies, counseling techniques, including transactional analysis—but mostly, she had the chance to listen to what her fellow outreach workers were doing in their communities and share information with the students and staff.

Reinforcement, support, and supplying skills and techniques are three of the most important functions of the National Center in dealing with its students. The National Center sees a crying need for staff training among extension workers, while fully realizing the prohibitive budgets under which most of them operate.

At the program's inception, The National Center fully covered the cost of training for its students. Presently, because of growing demands on its own training budget, sponsoring agencies assume half the cost of student transportation to the center, and the National Center covers all other expenses.

The center's present budget prohibits expansion of its one-week training classes into longer sessions. Like many programs operating on grant allocations, the National Center spends a considerable amount of time and energy on the matter of refunding each year. In fact, for approximately three months out of each training year, the director's role is concerned almost exclusively with refunding efforts.

Booze sees little money for training being put out by individual youth program staffs and considers this the downfall of many community programs. A lack of staff training eventually causes misdirection of efforts and waste of skills and resources, causing the

program to fail in the eyes of the community. As a result, the youth program and its concepts are condemned as failures. Actually, the concepts are often sound, but the methods are faulty.

The administrative functions at The National Center are ultimately the responsibility of the director. The director of training, however, has the responsibility for seeing that the training sessions are properly set up and smoothly run. His aides are the associate director of training and two administrative assistants, Audrey Harper and Ralphine Snider.

The National Center employs the concept of "owning" your work, a concept wherein a job becomes more than routine work closely supervised by whoever may be at the top of the heap. "Owning" a job and its inherent responsibilities means that everyone is the boss at some time. The overall director, for example, may find himself working for his director of training whenever the latter calls on him to act as a consultant during an on-site workshop. Because the director of training "owns" the responsibility for the workshop, he remains in charge.

In employing this concept, work becomes internalized at The National Center. It becomes a personal responsibility, rather than a task. The motivation is pride in "ownership" of responsibility.

This concept is relayed in turn to students at The National Center.

The training center itself is housed on the fifth floor of the YMCA Hotel in Chicago's Loop. Office space is tight and classroom quarters are limited. The students are housed on a different floor of the hotel. The center plans to move its quarters to another floor, where classrooms, offices, and living quarters can be located together. Until then, however, students and staff work with the daily inconveniences of limited privacy, slow elevator service, noise from the neighboring elevated train tracks, and interruptions from strangers.

During training sessions, the staff emphasizes the importance of outreach workers being able to conceptualize about their work and not depending too much on their own resources. *Collaboration in the community is the key.* Outreach workers are also alerted to the fact that, following training, the center staff and consultants will be available for technical assistance to individual agencies and workers, and for on-site workshops in the outreach workers' communities. The workshops must be collaborative community projects in order for National Center staff to participate.

During informal rap sessions between classes, the workers have an opportunity to share experiences. They may find reassurance in the fact that others in their situation have the same fears, the

same frustrations, the same risks to confront, the same feelings of loneliness in what may appear to be a thankless and futile task at times.

A big part of the outreach worker's job is mobilizing the community and motivating collaboration of local resources. The students are urged by the staff to act not as "detached" workers, but rather as workers who are *attached* to agencies and can be valuable resources in their programs. They are also urged to develop and demand relevancy and support from their sponsoring agencies.

Training director Jim Donovan outlines methods in which outreach workers can develop their own support committees, which include local power brokers and leaders who can be resources in their programs.

A support committee may consist of a local doctor, lawyer, school counselor, school board member, police chief, and juvenile judge, as well as other citizen group volunteers, local industry leaders, and, most important, youths themselves.

The workers learn, either at the center or through experience, that they must become a part of the community in which they are working. If they do not enlist the understanding and cooperation of the community, they face the possibility of a "burn-out."

Most outreach workers are young and inexperienced when they take on their often low-paying jobs and find themselves faced with the tremendous task of organizing a community on behalf of its troubled youth. And the community will offer plenty of resistance to an outreach worker who doesn't know how to find and deal with the power people who can facilitate the changes he envisions.

He or she must first get to know the community—who the power brokers are, what the issues are, where the resources to deal with these issues lie, and how to get the power and resources together.

The workers next need to gather a group that represents the power base—or those having access to the power base—and form a core committee.

The students are also advised to create a situation in which the idea group, planning group, outreach workers, and beneficiaries of their agency develop an interlocking and overlapping relationship, with communication and ideas flowing freely. The National Center finds that the conventional structure of youth serving agencies all too often consists of a rigid downward flow of communication, beginning with the idea group and ending with the beneficiaries, thereby causing a large reality gap between planning and actual needs.

The week of training is intensive, with much information and many ideas and models being shared by staff with trainees, and vice-versa.

During classes, the staff and consultants are careful to stress that the models that they offer have been gained from personal experience and that they may not work in every community. In effect, they are saying: "This is what we have observed as being effective and successful in other communities. This may not work or be applicable in your community, as such, but you can work with our ideas and fit them to your needs." Flexibility and adaptability are important qualities in outreach, both personally and programmatically.

At The National Center, the three-member administrative staff and 17-member consultant pool take full advantage of the time available during the Monday through Friday training sessions. The schedule for each of the sessions is tightly planned and based on data collected from students before they arrive at the center.

Donovan, a graduate in psychology at the University of Illinois who has had extensive experience in drug, community organization, and youth work, designs the curricula with the aid of the 11-member curriculum advisory board. The board, composed of center consultants, helps match up training classes and consultants to agency needs indicated by students on their applications for training.

The students' listing of their major concerns and consequent information needed is then categorized under general headings. These headings may read "communication—parent/child, elder/youth, minorities;" "counseling and referrals;" "community—awareness, resources, involvement, organization," or "drugs, dropouts, funding and reporting;" "schools—programs and problems;"

"outreach workers—training and use of, programming, job placement, legal rights for kids;" and so on.

These needs are then matched up with available consultants and classes.

The training sessions are planned according to the homogeneity of student needs and concerns, the type of agencies the students are representing, and the time slots most convenient to the students.

The consultant pool available to the center is able to cover a wide range of subjects and exhibits sound credentials.

Frank Carney, for instance, is former mental health coordinator of the Illinois State Governor's Office of Human Resources, holds a master's degree in social sciences from the University of Chicago, and has had extensive involvement in streetwork. Carney conducts transactional analysis and awareness training classes for The National Center. His classes, which teach Eric Berne's psychological theories of dealing with and understanding people and their games, are an important aspect of the Center's training program.

Another consultant, Mickey Finn, is a graduate of George Williams College, in Chicago, and was formerly director of training at The National Center. He is presently director of the Region V Drug Education Training Resources Center, in Chicago. Finn has also had extensive experience in developing and running extension work agencies.

Consultant Andrew Barrett, presently executive director of the South Side Branch, N.A.A.C.P., in Chicago, holds a master's degree in urban studies from Loyola University. Consultant Tom Oakes, an assistant director of the Westtown Youth Services Project, holds a Ph.D. in community development and has had extensive experience in community organization. Consultant John Ray, director of the Lincoln Chicago Boys Club, holds a master's degree in sociology from Chicago's Roosevelt University and is responsible for laying much groundwork in extension work concepts.

Other consultants are an ABC Television film editor who explains how outreach agencies can utilize the media in their communities; a former drug addict from Chicago's Gateway House Foundation, a two-year therapeutic community program, who conducts classes in drug prevention and rehabilitation; a community affairs director from Quaker Oats, who deals with social agencies and the corporate community; and others, who deal with funding, women's programming, drug programs in blue-collar communities, and any additional student needs that may arise.

Booze, Donovan, and Hults are also part of the teaching staff. They handle communications, power base organization, youth gangs, drug abuse programs, juvenile delinquency prevention, and programming, funding, inner-city youth work, and transactional analysis, whenever their schedules permit.

Virgil Jones grew up in a lower-class South Side neighborhood in Chicago. At the time he first met Dick Booze, Jones was a member of a local gang, acting as a sort of stake animal (the relatively inactive gang member who acts as a decoy when the streetworker comes around).

Jones began hanging around the Henry Horner Chicago Boys Club, where Booze was an extension worker. In time, Jones became a group worker in a guidance and education program at the club. He dropped his gang affiliation when he began getting a new sense of direction—for the first time, it seemed that someone *cared* about what happened to him.

This early experience later motivated Jones to want to give other kids the same chance, to help them avoid the painful experiences he encountered as a young boy who had no value system or role model with which to identify.

He won a trip to Europe through the Boys Club as an exchange worker, spent three years in college before dropping out to support his widowed mother, and became a youth worker at Mile Square, a grassroots community organization based in a health center on the West Side. He became supervisor of the youth program at Mile Square (whose workers all were trained at The National Center) and then assistant community organizer.

In July 1972 Jones moved on to become head of the extension program for the Lathrop Boys Club. The club is located in the middle of Lathrop, which is a community organized within the city of Chicago. A number of grassroots Lathrop community organizations actively participate in the Boys Club program.

Jones works out of a small office in the corner of the two-story Boys Club building, which contains recreational facilities and meeting rooms for local youth. Lathrop is a low-income community, and juvenile delinquency is a major problem. The Boys Club is open to both male and female youth, who evidently take full advantage of the club as a place to "hang out."

In 1970 Jones was a student at The National Center; today he applies the concepts he learned at the center in his extension work at the Boys Club. How did the Center help him?

"Most of all, The National Center gave me the opportunity to gain some common sense knowledge of common terms and situa-

tions involved in outreach work. The center showed me how to implement techniques on a realistic level." Jones says.

Jones later referred a fellow Boys Club worker, Joe Guzman, to the National Center. Joe works inside the Boys Club, while Jones tries to draw some of the tougher delinquent youth and gang members into the structured club program through special outside efforts.

Joe terms the center's approach to the students "fantastic" and thinks the training is very effective. "The group I trained with raised a lot of static about changing the training agenda once we arrived. We wanted more transactional analysis and therapeutic drug information than we had earlier indicated, and we got it. The staff was extremely responsive to our needs and very flexible with the training design," he says.

In his extension program work with two local gangs, Jones uses cultural exposure (trips to museums, plays), camping trips (with strict ground rules imposed), sports (basketball, indoor hockey, tobogganning), and dances (held once a month), as a means to an end.

This is one concept learned at the National Center: the program content isn't the goal—it is a means for reaching kids in order to show them a new system of values and an alternative to their former destructive behavior patterns.

A camping trip can be an opportunity to say a lot of things that might not be listened to in a city environment, where a youth's role often centers on being tough and unresponsive. A dance, if properly set up with an advance eye to the pitfalls involved, can be a chance to collect money for food donations to local needy families.

In Jones' eyes, the biggest problem of Lathrop delinquents is "no one to talk to or trust."

"These kids have an identity image problem. But if you can get them to trust you, you can do a lot," Jones says. "One thing I've learned, though," he continues, "never promise to do something you aren't equipped to handle or you don't intend to do."

The National Center gave Jones the necessary ground rules for running the various components of his program. Without them, he would probably face a much higher proportion of frustration and wasted effort.

Jones views having a facility for youth activities as an integral part of his extension work.

"Without the availability of the Boys Club for planned activities and as a base, I would be leaving these kids stranded, along with myself. I would have no place to which I could refer them," he

says. "I also recognize the necessity of being able to fall back on resources in the community—agencies, youth, adults, and businessmen, who can channel resources back into the community," he adds.

In addition to a strong job referral program, the Lathrop extension program spends considerable time working with delinquent youth in trouble with the law, intervening on behalf of youth when parents fail to show up at the police station or before the judge.

Outreach programs often entail this type of intervention, making a strong plea for alternative juvenile systems and an avoidance of police records for young kids. This aspect of outreach work necessitates establishing working relationships with the public defender, the State's attorney, the court coordinator in family court, local law enforcement personnel, and the judiciary. It generally involves being in a position "to go where others can't."

According to Jones: "When I first started here, I used to go to court about two to four times a month with these kids. About seven or eight times a month, I had to bail kids out of the police station and obtain custody of them. That rate has gone down considerably since I started."

Along with all the hard work, long hours, disappointments, frustrations, worries, and problems of outreach work, there are the rewards.

An outreach worker or youth serving agency experiencing difficulty in some area of its program has carte blanche with the National Center for Youth Outreach Workers when it comes to technical assistance.

Last February, the Dixon, Illinois, YMCA director, Jim Greenley, called on the center for help in setting up a program originally intended to combat the drug abuse problem in his city.

Dixon community leaders were concerned with juvenile drug abuse in their town and wanted to set up a program. Greenley, who was appointed as planning chairman, wanted the program to be relevant and effective and wasn't clear on how to set it up; so he called on the National Center.

A few hours after Greenley had contacted director Dick Booze, Russ Hults was on the phone offering the center's assistance. About a month later, the wheels were in motion, and Dixon's program proposal for a comprehensive youth services system was about to go before the Dixon City Council for funding approval.

Greenley has this to say about the center: "It's unfortunate that every Y program in the country can't be exposed to what I've learned from the center. I can go to conference after conference, and I can read all the books in the world, but nowhere could I get

the *feeling* for what I'm doing the way I've been able to pick it up at The National Center."

"I'm starting to talk about different things now," he continues. "I'm starting to say that the YMCA in any community should be the one speaking for youth. I have to say that most of us do a damn poor job right now, and it's because we haven't been exposed to a good model."

"You know, you have to break out of your own environment now and then and take a fresh look at your community and your methods and ideas of working with that community. I'm going to make sure that I don't slide back into my old mindsets again in the future," he adds.

The Dixon youth program was originally intended to deal with local drug abuse through a multi-faceted approach, using recreation and counseling services.

Hults traveled to Dixon and met with Greenley's drug abuse committee, convincing them of the need to increase the original focus of their program to include a youth services system. He explained the necessity of tieing into already existing community resources to assure the program's effectiveness.

Along with National Center consultant Tom Oakes, Hults explained the process of setting up a youth services bureau, the outreach concept and functions of an outreach worker, the composition of an advisory board, how to set up a hotline service, how to set up referral agency systems, and how to use a resource network in individual cases.

Hults and Oakes, along with Greenley, then met with Dixon's mayor to discuss how the community could use such a system.

The mayor approved the plan, and a proposal was drawn up for the city council's approval. Additional technical assistance was obtained from the staff and consultants of the center in the area of proposal funding.

Greenley says: "The thing that really turns me on is the range of technical assistance and the variety of consultants that are available. I suppose the most impressive aspect is that I'm getting all the help I need, and it's free."

The center staff sold Dixon on the collaborative community approach, which will encompass a number of youth services, including a job referral program, small rap groups, a recreation program, and an industrial education program.

The Dixon youth services bureau will be working with a network of local resources. The high school will refer dropouts to the bureau. At the bureau's suggestion, the high school set up a cirriculum for credit volunteer work at a local nursing home, a hospital, the YMCA, and the Dixon State School for Boys. In addition, drug education rap groups will be set up in the grade schools.

The Sauk Valley Junior College will provide rap group leaders for the youth bureau, and the YMCA will begin utilizing the National Youth Project Using Mini-Bikes (NYPUM), whose district director was hooked up to the Dixon project by The National Center. NYPUM is another National Board of YMCA's project. It is independent of the National Center, but its workers train at the center and are available as a resource in cases such as Dixon's.

The National Center also turned Dixon onto the ACTION Volunteers in Justice program, whose workers are subsidized in part by Federal funds and in part by community monies. The youth bureau plans to use an ACTION volunteer as an outreach worker in its first program year, with another available as a worker in the Y's NYPUM program. The bureau staff will also include a full-time project director, two part-time secretaries subsidized by HUD, a board of directors, and a pool of local volunteers acting as resource people and consultants.

Utilizing another of the National Center's concepts, the Dixon youth bureau will make an extensive effort to acquaint the community with the program shortly after its inception. This effort entails: 1) making the community aware of what is happening, that there *is* a drug problem locally, that there *is* juvenile delinquency, that kids *do* need help; and 2) getting the community to accept and support the program and its concepts.

As Greenley puts it: "Every day, there are at least three high school students suspended from school. Suspended to what? Well, to go out on the street, to be poor. What are they going to do? We're going to try to give them an alternative. I don't think kids drop out of school, I think they're forced out, because they don't fit into the prevailing mold."

"A small town is just like a larger metropolitan area. Protective barriers are built up against all kinds of problems, and until we let them down, we can't really be free. The youth bureau will try to show people that they have to care so we can all have a chance to be free," Greenley says.

A second instance of technical assistance from the National Center drew heavily on the personal background of Hults.

The former leader of Chicago's largest white gang, presently known as the Gaylords and numbering about 5,000 in membership, Hults has spent time in juvenile institutions and in the New Mexico and Illinois State Penitentiaries.

While he was still in prison, he took an interest in getting a college education and completed the manuscript for an autobiography entitled "The Forgotten Saint."

Following his years of experiences on the street and his stretches of imprisonment, Hults developed a deep interest in "helping kids stay out of cages" and is responsible for much of the gang input at the National Center today.

In June 1972, the Dryades Street YMCA in New Orleans, Louisiana, called Hults in to deal with two local rival gangs who were preparing for a confrontation. Since the New Orleans Y's outreach program was brand new and lacked experience in this area, Hults dealt with the gangs, sharing his knowledge and skills with Dryades outreach workers and Y Director Douglas Evans.

Hults also went out into the community and brought the rival gang leaders together to discuss their problems face to face. Consequently, the confrontation never developed.

The gang leaders discovered that rumors leading to the intended confrontation were, in fact, erroneous and called everything off. Hults then seized the opportunity to discuss the advantages present in the gangs forming a law-abiding coalition which could confront the local power structure to demand certain rights, the lack of which were leading to the very existence of the gangs.

Again, someone reaching out, equipped with skills and knowledge, made a very big difference.

Sometimes technical assistance from the National Outreach Center is spontaneous, as in the case of the on-site workshop the center ran in Honolulu, Hawaii, in November 1972.

The age of consent in Hawaii is 14, considerably lower than in most Continental States, and, therefore, the problems of Hawaiian youth may become entangled at an earlier age than those of their peers on the mainland.

One of the agencies attending the collaborative, on-site workshop, the Waianae Rap Center, deals mainly with kids on drugs. Waianae workers attending the workshop were impressed with Hults' and Booze's knowledge and skills in working with delinquent youth and invited them to rap with their kids.

The reasons for kids being on drugs ordinarily involve deep personal and social problems and Booze and Hults talked about these problems on a spontaneous basis to a group of youths 12–18 years of age.

Honolulu has a serious youth gang problem, styled on Mafia concepts and revered by local youth. Hults explained the similarities between Honolulu gangs and Chicago gangs, how youth involved in these coalitions could make positive changes through forming their own power base, and how they could approach the schools, agencies, and local businesses, demanding rights for youth.

Sometimes, the outreach center staff can step in and step on toes, if necessary, dealing with issues and approaches to these issues that may be touchy territory for those who live in the community. As outsiders who are not a part of the community, the center staff can open up areas to youth where local leaders fear to tread, thereby opening up the way to change.

The Honolulu on-site workshop is one of nine on-sites handled by the National Center in 1972 for nearly 150 community agencies, involving 835 students.

The center can act on as little as two weeks' notice in working on-sites into their schedule. If the on-site falls within a training class, one staff member stays behind to handle the class, then joins the other staff for the workshop.

However, considerable advance notice works to the advantage of both staff and sponsoring community.

In setting up an on-site, the National Outreach Center requests that the initial inquiring agency set up a committee recruited from local youth-serving agencies to identify their major needs. Based on this information, the center begins planning a curriculum that is subsequently reviewed by the sponsoring agency and finalized by the training center.

The curriculum must be "owned" in the end by local agencies; it must result from their view of what the basic community issues are and where they would like to go with these issues.

The sponsoring agency is also responsible for recruiting students for the on-site, publicizing it, making arrangements for training facilities, and handling any other advance arrangements.

The center staff covers its own travel expenses and those of consultants recruited for the workshops. The sponsoring agency is

responsible for room and board for all staff and consultants, plus consultant fees, but the center staff's input is free of charge.

The Honolulu on-site, sponsored by the Kalihi YMCA in coordination with the Honolulu Park Districts, had a variety of problems with which to contend. The major problems centered around the tendency of mainland people to take over local recreational facilities, squeezing out residents; a local struggle with problems of drug abuse and youth gangs; the increasing break-up of strong family ties; a skyrocketing cost of living index and simultaneous lack of jobs; and the problems resulting from strong economic class differences.

The National Center set up a curriculum against this socioeconomic backdrop to deal with basic issues. Consultants and staff dealt with inner-city and suburban youth groups, power base organization, community organization, counseling, drug abuse and juvenile delinquency prevention and programming, and awareness training.

The last session during training is devoted to an evaluation of the workshop, rapping with consultants, and exploring individual needs.

Finally, the National Center asks the sponsoring agency to collect and submit data on the effectiveness of the workshop, with an eye to improving future on-sites.

Again, feedback and self-correction are basic to the success of the National Center for Youth Outreach Workers program.

Perhaps the most highly visible accomplishment of the National Center took place during the 1972 National Republican and Democratic Conventions in Miami Beach, Florida.

At the request of the Miami YMCA and the Dade County Manager, the National Board of YMCA's called on the center to set up a third-party crisis intervention operation in Miami Beach during both conventions, to act as a "cooling" agent.

Many youthful nondelegates representing various nonestablishment ideologies and interests were expected to show up at the conventions in demonstration of their opposition to present social and political conditions.

And they did. Thousands of them, milling about the "Land," better known as Flamingo Park, under the sweltering sun, disorganized in actions, but united in their opposition to the elusive establishment.

Hippies, Zippies, Yippies, Jesus People, Students for a Democratic Society, Vietnam Veterans Against the War, the Miami Women's Coalition—all were there.

And on the other side?

Thousands of Florida State Troopers, Miami and Miami Beach Police, and thousands of National Guardsmen were ready.

The perfect mixture for a volatile confrontation was present, and everyone was expecting big trouble. Surprisingly, there was a low level of disturbance and violent confrontation at the 1972 conventions, especially compared to the earlier debacle at the Democratic Convention in Chicago in 1968.

Not surprisingly, Miami Outreach was given substantial credit for the lack of trouble. An article devoted to the protest issues at the Republican Convention, which appeared in the August 25, 1972, issue of *The New York Times* stated: "Most noticeable and effective were young men and women in yellow T-shirts from the YMCA's Outreach program, who set up a first aid tent in the campsite, made analyses of the various drugs being sold about the camp, manned communications equipment, and at one point, jumped in to form a human wall between the protesters and angry Cuban counter demonstrators."

Miami Outreach involved a massive amount of preparation and planning. Over 100 outreach workers, male and female, most of whom had previously trained at the center, were recruited from Y programs across the country to participate in the operation. Each worker received five days' special training from the center before the first of the conventions began. While the training was going on, a YMCA administrative staff set up operations in Miami Beach.

There were three basic components of Miami Outreach:

1. Rumor control
2. Third-party (neutral) crisis intervention
3. Provision of emergency services (i.e., drug rescue, etc.)

The outreach workers, highly visible in their yellow T-shirts imprinted "Miami Outreach," circulated in the streets, first gaining the trust of nondelegates. (The Miami area police had already been briefed on the role of the outreach workers.) They distributed yellow cards explaining their neutral role of maintaining a free flow of accurate information during the conventions.

Using a complicated system of radio contact, workers maintained contact with all parties involved—movement groups, police, county officials, political headquarters, and health services. In addition, ten vans labeled "Miami Outreach" were on the streets, and a medical tent was set up.

Most of these specially selected outreach workers were veterans of the streets, accustomed to dealing with ghettos, back alleys, gangs, and delinquents, and familiar with the street, drug, and

police scenes. They were hip to young people, capable of remaining cool amidst the chaos.

The operation was a huge success for the YMCA and the National Center, which received numerous letters of thanks and congratulations from Miami and Washington officials. The operation proved that the Y's effort to produce and train a new breed of worker capable of meeting the changing needs of youth in a realistic manner is being met. It added another special skill area to the center's curriculum.

The National Center has recently been involved in two other special projects.

Training director Donovan spent two months early in 1973 in Bangkok, Thailand, working with a team of specialists selected by the White House Special Action Office for Drug Abuse Prevention. The team was sent primarily to combat the use of heroin and other hard drugs by children of American military and non-military personnel stationed in Bangkok. Its mission was to initiate a drug treatment and rehabilitation center.

Donovan's role involved the same type of community organizing and drug education and rehabilitation skills he utilizes at the center.

Director Booze, along with T. George Silcott, director of Wiltwyck Boys School in New York City, is presently involved in another special project at the request of YDDPA. Virgin Islands government officials requested YDDPA help in setting up a comprehensive youth services system that would include indepth training youth services staff.

After meeting with the Governor, officials from the Office of the Governor, department heads, people from the community, and youth on the streets, Booze and Silcott began encouraging Virgin Island citizens to identify the most important youth issues facing them and to decide what *they* wanted to see happen around these issues.

Next, a group of cooperating agencies was recruited, on Booze's and Silcott's advice, including the Virgin Islands Departments of Corrections, Education, Culture and Conservation, and Welfare; the Office of Economic Opportunity; and various church, civic, and business groups.

Finally, a proposal with provision for funding, staffing, training, and make-up of the youth services system went before the Governor for approval.

The National Center already has an extensive agenda with which to content, and it is constantly working on developing new skill areas to offer to outreach workers and agencies.

The staff's willingness to extend itself into new areas, to rework old concepts, to listen clearly to feedback from students and agencies, to give of itself, to bend with change, and to rely on previous experience only to the extent that it is applicable are some of the elements that make the National Center's program a realistic, effective one, which is making possible the creation of a "new breed of worker" within YMCA Outreach and other community youth-serving agencies.

Perhaps a feeling for what the National Center for Youth Outreach Workers is all about can best be caught in the following excerpts from student letters:

From Pennsylvania: "While our problems are just as real as those in larger metropolitan areas, they are not as visible and more easily swept under the rug. We have a tremendous job of education and motivation ahead of us. Again, thanks for your help —we will reach for more as needs arise."

From Washington: "I gained much through the training workshop. I now know a little more clearly what I wish to achieve, and how that might be done. Your very sincere caring served as an inspiration to many of us during your short stay. Thank you much for that—I just hope you take time for yourselves occasionally."

And from Ohio: "I am sure you gave us a lot of things to think about. . . . I think that outreach as a professional work style is being grasped by many of our staff. . . . We have got a long way to go and it is going to be uphill all the way. I hope you see [our city] as a challenge and not as a dead end. I say this because I would like to think you will continue to help us rebuild this institution and make it worthwhile. . . . You and the consultant staff reminded me of what it's like to do significant work. I needed that."

☆U.S. GOVERNMENT PRINTING OFFICE: 1973 O—505-328